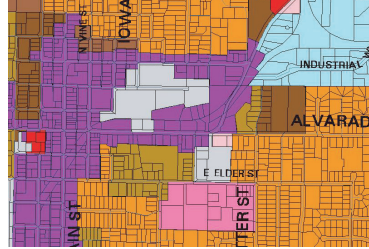


GENERAL PLAN 2020 Planning Commission Hearings



Commercial and Industrial Uses Special Study Areas

Prepared by

County of San Diego Department of Planning and Land Use

February 25, 2005



DATE: February 25, 2005
TO: Planning Commission
SUBJECT: General Plan 2020 (District: All)

SUMMARY

General Plan 2020 (GP2020) is a comprehensive update of the San Diego County General Plan, establishing future growth and development patterns for the unincorporated areas of the County. This Planning Commission hearing is one of a series held to review land use and other proposals associated with the General Plan update.

The purpose of this hearing is to receive direction from the Planning Commission on commercial and industrial designations and resolution of special study areas. As earlier Planning Commission and Board of Supervisor actions have endorsed the residential land use distribution, this hearing is not intended to consider changes to other residential land uses. Another purpose of this hearing is to receive direction on proposed revisions to the Land Use Framework and on Planning Criteria used to develop countywide commercial and industrial proposals.

The upcoming GP2020 Planning Commission hearings will occur over a three-day period. During the first day, scheduled for February 25, staff will present information on proposed regional updates to GP2020. In addition, staff will begin the community map review process by presenting land use map updates for Backcountry communities. On the second and third hearing dates, scheduled for March 4 and 18, staff will continue the community map review process for North County and East County communities.

RECOMMENDATIONS

Department of Planning and Land Use

1. **Land Use Framework.** Accept the revisions to the Land Use Framework dated February 2005. These revisions reflect input from the advisory groups, Community Planning and Sponsor Groups, and the consultant team. Acceptance of the revised Land Use Framework will enable staff to complete map revisions.
2. **Commercial and Industrial Planning Criteria.** Accept the proposed Planning Criteria as the basis for commercial and industrial land use decisions.
3. **Regional Land Use Distribution Map.** Endorse the revised Regional Land Use Distribution map dated February 2005. This map includes changes made as a result of the Commercial-Industrial update process, revisions to special study areas, and

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revisions to land use designations. Endorsement of the February 2005 Regional Land Use Distribution Map will enable staff to complete traffic modeling and begin detailed Road Network planning. Following endorsement of the February 2005 map, staff will incorporate the revisions to the Residential Baseline and Board Alternative maps.

4. **Special Study Areas.** Direct staff to continue its work resolving two outstanding special study areas (Ramona Town Center and Fallbrook Campus Park).

FISCAL AND BUSINESS IMPACTS

There are no fiscal or business impacts associated with this report.

ADVISORY BOARD STATEMENT

All adopted positions of the Steering Committee, Interest Group, and Community Planning or Sponsor Group are integrated into the relevant sections of this report.

BACKGROUND

The GP2020 update is a long-term vision for the physical development of the unincorporated County of San Diego. With guidance from the Planning Commission and Board of Supervisors, staff worked with advisory groups and the communities to develop project objectives and a detailed residential land use distribution map. The goals of balancing needs for housing, employment, and infrastructure development with protection of environmental resources, agriculture, rural lifestyles and community character guided our efforts.

Regional Summary

The focus of this Planning Commission hearing is non-residential land uses, particularly commercial, industrial, and office uses. These uses are important to County residents because they provide business and employment opportunities, as well as provide the goods and services needed for everyday life. Staff recommendations are designed to ensure that sufficient land is planned for and available to meet the needs of both current and future residents. Staff has also worked with Planning and Sponsor Groups to ensure that all planning efforts meet the following criteria:

1. **Ensuring sufficient land supply for future expansion of commercial and industrial uses.** Staff recommendations are based on land demand projections (a needs analysis discussed in this report), Community Planning and Sponsor Group recommendations, and staff analysis of community-specific economic goals and issues.
2. **Planning for new uses based on project objectives.** Staff recommendations are based on the policy framework for new development previously endorsed by the Planning Commission and Board of Supervisors, which include a community development model. Staff also developed Planning Criteria specific to commercial and industrial land uses.
3. **Using a town or village center model.** Staff recommendations for several communities include land use plans that focus future retail and employment lands within the framework of a town or village center that combines shops, offices and housing with civic

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uses and open space. During the next phase, these plans will be supplemented by efforts to identify a local circulation network that combines roads, pedestrian walkways, bike paths, and transit stops where feasible.

The total proposed acreage for commercial and industrial designations countywide are shown in Table 1. The total proposed acreage is 10 percent higher than the existing General Plan, including dedicated acreages in Specific Plan Areas, an increase of 920 acres countywide. In addition, general plan designations do not reflect all commercial and industrial uses within the County; some uses are conducted through zoning or special use permits.

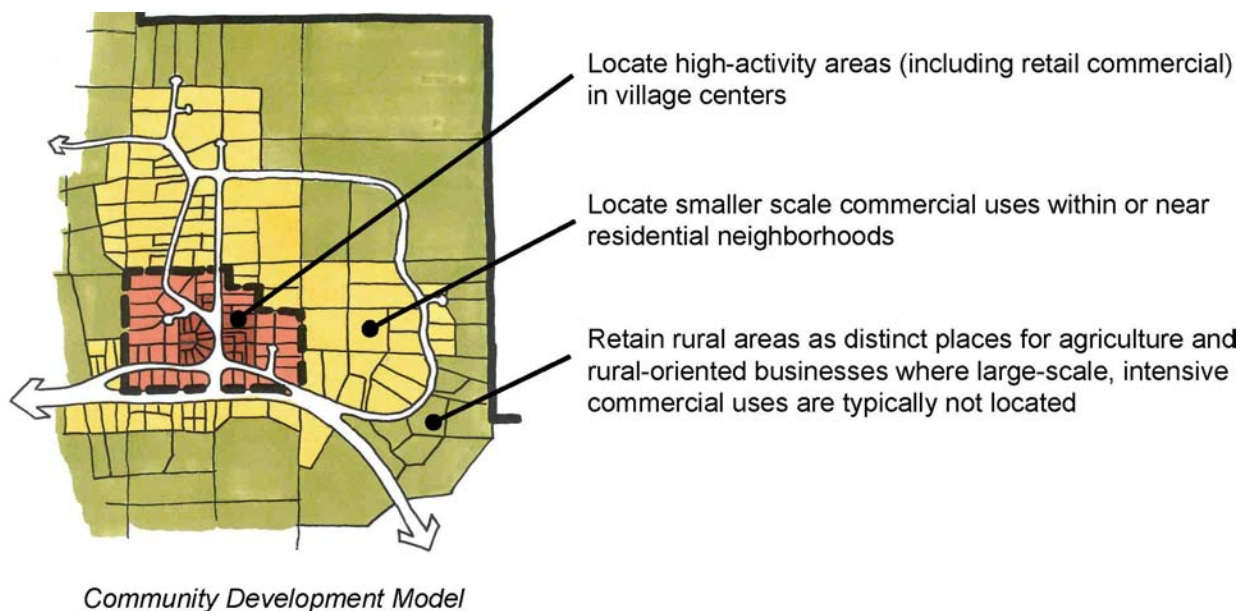
Table 1: Summary of Proposed Uses by Subregion

	<i>GP2020 Land Use Designation</i>	<i>Backcountry Communities</i>	<i>North County Communities</i>	<i>East County Communities</i>	<i>Total Acreage</i>
Commercial	General Commercial	316	617	1,038	1,971
	Office Professional	32	165	123	320
	Neighborhood Commercial	0	39	74	113
	Rural Commercial	916	127	274	1,317
	Village Core Mixed Use	0	110	42	152
	COMMERCIAL SUBTOTAL	1,265	1,058	1,550	3,873
	Specific Plan Areas	59	166	258	484
	COMMERCIAL TOTAL	1,324	1,224	1,808	4,356
Industrial	Light Impact Industrial	127	628	396	1,151
	Medium Impact Industrial	360	56	530	946
	High Impact Industrial	24	0	742	765
	INDUSTRIAL SUBTOTAL	511	684	1,668	2,863
	Specific Plan Areas	0	242	2,707	2,949
	INDUSTRIAL TOTAL	511	926	4,374	5,811
	TOTAL	1,835	2,150	6,183	10,167

Note: All numbers are in acres and are rounded to the nearest whole number

Source: County of San Diego Geographic Information Services

This report provides both a regional and community-based approach to proposed GP2020 commercial and industrial uses. Proposed plans do not focus solely on providing a sufficient number of acres for each use. Instead, these uses are planned in a manner that is consistent with the community development model for the County and with specific community goals. This model, illustrated below, provides the following guidelines for commercial and industrial uses:



This report includes information on three topic areas. First, it describes the Land Use Framework (Appendix A) used to update GP2020 maps (Appendix B), including commercial and industrial land use designations endorsed by the Board of Supervisors on June 25, 2003. This framework provides staff and Community Planning and Sponsor groups with the necessary tools to designate lands for several types of non-residential uses. Second, it describes planning criteria and other information used to prepare staff recommendations. Finally, it summarizes land use proposals for special study areas and commercial and industrial uses within Backcountry, North County, and East County communities.

Although GP2020 land use maps are subject to further refinement, resolving commercial and industrial use patterns is an important step toward completion of the General Plan update. Once this step is complete, staff will begin or continue its work on road network planning, updating the Housing Element, drafting regional and community policy documents, and preparation of the Environmental Impact Report.

Public Process

Recent GP2020 Hearings

On May 19 and June 16, 2004 the Board of Supervisors established two baseline maps for residential land use, titled Residential Baseline July 2004 and Board Alternative Map. The Board Alternative Map includes changes to specific parcels or areas identified by the Board through the residential property referral process. Both maps will be fully evaluated as part of the GP2020 Environmental Impact Report and were used as the basis of the commercial and industrial land use update.

Community Meetings/Workshops

Since the previous Board of Supervisor hearings, staff conducted or attended more than 60 community meetings or workshops to address land use map revisions in the unincorporated County. Information on community preferences for special study areas, as well as commercial

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and industrial uses, is contained in the Community Matrix in Appendix E: Community Summary, Maps, and Matrix.

In July 2004, staff initiated town center planning workshops in Valley Center and Cameron Corners (located in the Campo/Lake Morena Community Plan Area). Staff also continued the town center planning process in Ramona, which is focused on both land use and urban design issues. In October 2004, staff began review of commercial and industrial designations with Community Planning and Sponsor Groups. That process included presentations on the Land Use Framework, the commercial-industrial needs analysis, and the planning criteria used to guide land use map revisions.

Advisory Group Meetings

Revisions to the GP2020 Land Use Framework, commercial-industrial needs analysis, and planning criteria used to guide the development of commercial-industrial maps were discussed at the September 25 and December 4, 2004 meetings of the Steering Committee and the January 25, 2005 meeting of the Interest Group Committee. Staff also presented information on Housing Element requirements to both advisory groups during this period.

LAND USE FRAMEWORK

Staff recommendations include revisions to the GP2020 Land Use Framework, which defines the regional categories and land use designations that control the type and intensity of land uses for all properties in the unincorporated County. Both the Planning Commission and Board of Supervisors previously endorsed the draft framework, which was used to develop the Residential Baseline and Board Alternative maps. However, a Village Core Mixed Use designation and preliminary zoning-level information was added in response to previously unidentified needs that emerged during the most recent mapping process. In addition, proposed refinements to specialized non-residential land use designations were made that define public and open space designations more accurately to reflect the actual use. Finally, minor revisions are proposed for some high-density residential designations to resolve inconsistencies with established zoning.

When combined with previously endorsed land use designations, recommended revisions to the Land Use Framework will provide a complete set of residential and non-residential land use designations for GP2020. All land use designations are described in Appendix A: Land Use Framework. Commercial and industrial land use designations are also summarized below. Commercial and industrial land use designations were used during the recent mapping process, and all GP2020 land use designations are incorporated into community map revisions.

Proposed Commercial Land Use Designations

The complete set of GP2020 commercial designations are listed below, and combine existing, new and eliminated land use designations. The Planning Commission and Board of Supervisors previously endorsed all changes to commercial designations for the GP2020 Land Use Framework with the exception of the C-5 Village Core Mixed Use designation.

Staff proposals on land use intensity standards (floor area ratios) are being developed at this time, and preliminary recommendations will be included in a subsequent Board of Supervisors report for commercial and industrial designations. Also, in response to community requests,

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staff is developing a more detailed analysis of future zoning compatibility with GP2020 land use designations.

1. **C-1 General Commercial (existing).** This designation is our primary retail commercial designation, providing for a wide range of retail commercial uses and building types. It is the only commercial designation that allows larger developments (such as neighborhood or strip commercial centers). Because this designation is intended for more intensive commercial developments, development standards should be stringent enough to ensure compatibility with surrounding uses.
2. **C-2 Office Professional (existing).** This designation is intended for areas dedicated to office and administrative uses as well as limited commercial uses secondary to the office use.
3. **C-3 Neighborhood Commercial (existing).** This designation provides locations for limited, small-scale retail commercial and service uses intended to meet the convenience needs of local residents. Development standards for this designation will restrict the scale of buildings and ensure compatibility with adjacent residential neighborhoods.
4. **C-4 Rural Commercial (new).** This designation is intended for use in small, rural communities or within semi-rural and rural areas. This designation will offer greater flexibility for rural areas where potential land use conflicts are of less concern than in more densely populated communities. It would also allow for design and development standards responsive to rural community character. This designation would also allow for limited, small-scale commercial uses outside of village areas that serve surrounding rural uses and the traveling public.
5. **C-5 Village Core Mixed Use (new/proposed revision).** This designation is intended for town center development containing both non-residential and residential development that reflects a pedestrian scale and orientation with retail uses encouraged at street level. It can be used for the implementation of comprehensive town center development or revitalization programs such as the Fallbrook Village Revitalization Plan. This designation allows a mixture of non-residential and residential development controlled by community-specific zoning.
6. **(14) Service Commercial (eliminated).** This designation was intended for non-retail commercial uses (such as wholesaling and warehousing) and light industrial uses. However, it created land use conflicts by permitting a very broad range of permitted uses. Furthermore, all uses permitted within Service Commercial are more appropriately accommodated by either the General Commercial or Medium Impact Industrial designation. See Appendix A: Land Use Framework for additional information on the following: (a) rationale for eliminating the Service Commercial designation, (b) guidance provided for re-mapping Service Commercial areas, and (c) information on new zones proposed that respond to ongoing needs for outdoor storage uses within the unincorporated County.

Lands currently designated Service Commercial were typically re-designated with another commercial or industrial designation, depending on the character of the area and Community Planning or Sponsor Group recommendations.
7. **(26) Visitor-Serving Commercial (eliminated).** This designation was intended for commercial uses targeted at the traveling public (for example, hotel/motel, food service,

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resorts). However, this designation did not allow for any uses not allowed in other commercial designations. Therefore, in application, there is no direct relationship between the designation and the actual uses developed. Lands currently designated Visitor-Serving Commercial located in larger communities were re-designated General Commercial and lands in smaller communities or rural areas were re-designated Rural Commercial.

Proposed Industrial Land Use Designations

The complete set of GP2020 industrial designations, listed below, was previously endorsed by the Planning Commission and Board of Supervisors for the GP2020 Land Use Framework. They include one existing designation and two new designations that subdivide the former General Impact Industrial designation.

1. **I-1 Limited Impact Industrial (existing).** This designation provides for light manufacturing, processing, and assembly uses with few or low nuisance characteristics and/or environmental impacts. Other industrial activities, such as wholesaling and warehousing – as well as a mix of accessory retail, office, and institutional uses – are allowed within light industrial areas. All uses, with minor exceptions, are conducted within enclosed buildings.
2. **I-2 Medium Impact Industrial (new).** This designation provides for light industrial and heavy commercial uses requiring outdoor storage and activities. The addition of this designation allows for distinction between outdoor uses that have greater impacts (such as aggregate production) and uses with more limited impacts (such as outdoor storage of construction supplies).
3. **I-3 High Impact Industrial (new).** This designation provides for heavy industrial uses related to manufacturing, processing, and assembly activities. Outdoor activities are compatible with this designation.

The GP2020 industrial designations retain the County's ability to differentiate between enclosed uses and those requiring outdoor storage (Limited Impact requires enclosed uses. while Medium and Heavy Impact allows some outdoor uses). In addition, subdividing the former General Impact Industrial designation provides more control of uses that exhibit different impacts or nuisance characteristics. The three industrial designations are detailed in Appendix A: Land Use Framework.

Special Purpose Land Use Designations

Special purpose designations include an expanded series of designations for public and semi-public uses, and they retain the Specific Plan Area designation for vested specific plans adopted prior to GP2020. Although most specialized designations were previously endorsed by the Planning Commission and Board of Supervisors for the GP2020 Land Use Framework, minor updates are included in this report that provide greater clarity to the intended use of public or open space lands that are currently grouped together under the (22) Public/Semi-Public and (23) National Forest/State Parks designations.

PLANNING CRITERIA

Planning criteria provide a basis for making land use decisions within a general plan. To ensure a consistent approach to mapping commercial and industrial lands, planning criteria was

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developed to guide staff and Community Planning or Sponsor Groups. The criteria is based on GP2020 goals and policies, which were developed by GP2020 advisory groups and were endorsed by the Planning Commission and Board of Supervisors at previous hearings, as well as GP2020 objectives.

Project Objectives

Commercial and industrial recommendations, along with the resolution of special study areas, are consistent with GP2020 objectives. Of the nine overall objectives, the following are particularly relevant to map revisions being reviewed during this series of Planning Commission hearings:

- **Objective 3: Reduce Public Costs.** Incorporating commercial and industrial lands into growing rural communities can help reduce traffic generated by residents driving to/from work and shopping facilities located outside their community.
- **Objective 6: Locate Growth Near Infrastructure, Services and Jobs.** Most of the proposed commercial and industrial lands are located near existing infrastructure and water and/or sewer service lines.
- **Objective 7: Assign (Land Uses) Based on Characteristics of the Land.** Both physical and environmental constraints were considered when assigning commercial and industrial designations. In some cases, existing industrial designations were removed from floodways and floodplains.
- **Objective 8: Create a Model for Community Development.** This objective provides a central town center or rural village core surrounded by low-density development and very low-density greenbelts. The model also applies to commercial and industrial uses, and most commercial and Light or Medium Impact Industrial lands are located within villages.
- **Objective 9: Obtain a Broad Consensus.** Commercial and industrial recommendations were developed in conjunction with Community Planning and Sponsor Groups, and they seek to balance community preferences, landowner requests, and the need to retain land for agriculture and sensitive habitats.

Mapping Criteria

Several general criteria were incorporated into the commercial and industrial mapping process. Whenever possible, land use maps protect existing legal commercial and industrial uses. In addition, existing commercial or industrial use designations will remain unless they significantly conflict with surrounding land uses or with community planning goals and preferences, or when a property owner requested a change. Of course, modifications to existing General Plan designations were required when the designation itself was eliminated from the land use framework. More scrutiny was applied to proposals for new commercial and industrial lands. In those cases, the planning principles described below were used to determine staff recommendations.

More specific mapping criteria, described below, are intended to be flexible. Nevertheless, land use proposals that are inconsistent with several mapping criteria were typically not incorporated into staff recommendations. Staff recommendations, shown in each community matrix in Appendix E: Community Summary, Maps, and Matrix, are based on the principles listed below and the unifying principles identified above for the mapping process.

General Planning Criteria

1. **Compatibility with surrounding uses.** Surrounding land uses should be considered when applying new land use designations. That is particularly true for commercial and industrial land uses, which can be in conflict with a surrounding residential use or with rural character unless located in a manner that minimizes traffic, noise, and aesthetic impacts.
2. **Compatibility with community character.** The amount and type of non-residential land use should be consistent with the general character of the community. For example, large acreages of General Commercial are not appropriate for small, rural communities, just as Rural Commercial lands are not appropriate for the main commercial centers of larger communities.
3. **Consistency with projected need.** The total acreage planned for non-residential lands should be consistent with identified needs within a particular market area, identified regional needs, or identified community economic development goals.
4. **Supported by infrastructure.** Non-residential uses requiring sewer and water service and/or major traffic access must be located in areas with existing or planned infrastructure that is adequate to accommodate the planned uses.
5. **Sites without significant environmental constraints.** Environmentally constrained land—steep slopes, floodplains, wetlands, or sensitive habitats—is typically not compatible with intensive commercial or industrial uses.
6. **Recognize existing use.** An existing commercial use or commercial designations supported by the community should be considered for inclusion in the revised land use map. Exceptions were made for uses that are best addressed through zoning or where the continuation of the use is inconsistent with documented community goals. In addition, this principle was generally not applied in cases where the existing use is non-conforming or illegal.

Commercial-Specific Planning Criteria

1. **Locate within a village center area.** GP2020 focuses new development in existing communities. Also, the GP2020 community development model concentrates both residential and commercial development in villages or town centers. Centrally located commercial development will be convenient to most residents, will support the development of distinct communities, and will contribute to the vitality of village centers.
2. **Locate along, or with direct access to, a “Main Street” or major road.** Convenient access and visibility to traffic is critical to a successful commercial use. Therefore, commercial uses need to be located on primary roads and, ideally, on or near the community’s “Main Street”. New commercial uses should not direct traffic through surrounding residential neighborhoods.
3. **Discourage strip commercial development.** Commercial development that is organized in a long linear fashion is not visually inviting, and it can create traffic problems on busy roads. Strip-style commercial development is not consistent with the community development model, and it is impossible to develop efficient shared parking patterns with this type of pattern. Finally, long strips of commercial development may not sustain retail activity due to over-development of competing businesses.

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4. **Protect viability of existing commercial areas.** The scale and location of new commercial uses should support and not detract from existing commercial areas. Although market competition or other forces may result in some closures of existing uses, new commercial areas should not create a substantial over-supply of commercial land or undermine existing commercial districts.

Industrial-Specific Planning Criteria

1. **Utilize large sites for industrial use.** Industrial use, particularly warehouse or manufacturing use, typically requires larger building footprints and large sites. Adequate land is also needed for screening and buffering with public roads and/or adjacent residential land. Large sites also help ensure the economic viability of industrial land, and industrial areas comprised mainly of small parcels substantially limit the development potential of sites designated for industrial use.
2. **Co-locate with like uses.** To minimize impacts from industrial uses, new industrial uses should be located in proximity to existing industrial uses. New industrial districts should be created only after careful examination of potential impacts to surrounding uses. High impact industrial uses, in particular, should be buffered with commercial or lighter industrial uses when located near residential areas.
3. **Proximity or direct access to major roads.** Industrial uses, particularly medium- to high-impact uses, need to be located where heavy trucks can access the site without impacts to surrounding neighborhoods and without requiring use of minor roads. Large-scale areas planned for light industrial uses also need direct access to major roads in order to provide employee access.

COMMERCIAL AND INDUSTRIAL MAPS

Commercial and industrial maps are based on the GP2020 land use framework and planning criteria defined in this staff report, along with the following information:

- **Needs Analysis:** Forecasts for commercial and industrial demand based on population forecasts for the Residential Baseline and Board Alternative maps.
- **Countywide Issues:** Technical and regulatory issues that emerged during the planning process.
- **Property Owner Requests:** Individual property owner requests for changes to commercial and industrial land uses.
- **Community Outreach:** Community requests and preferences for commercial and industrial uses.

Planning staff attempted to balance all of these factors when making commercial and industrial land use recommendations.

Needs Analysis

To determine the potential demand for commercial, office, and industrial land, the County retained Economics Research Associates (ERA) to prepare a “needs analysis”. This analysis focused on how much neighborhood and community-serving retail lands, as well as office and industrial lands, the projected population and workforce could support within each Community

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Planning Area. A description of the methodology used in this needs analysis is included in Appendix C: ERA Needs Analysis Methodology. The complete ERA needs analysis, including all report assumptions and the methodology, is available for download on the GP2020 website.

The results of the ERA needs analysis are summarized in Table 2, and summaries of the results for each Community Planning Area are included in Appendix D: Summary Tables and Appendix E: Community Summary, Map, and Matrix. In general, this report finds that the unincorporated County has a surplus of land planned for commercial and industrial uses to meet its projected need even when physical or environmental constraints are considered. It is important to note that figures in Table 2 reflect a number of assumptions made by ERA about the use within each general plan designation. Those assumptions are defined within the report.

Table 2: Comparison of Land Demand with Planned Acreage

	<i>Projected Demand (ERA Study) in acres</i>	<i>Existing General Plan</i>		<i>Proposed General Plan¹</i>	
		<i>Acres</i>	<i>Surplus/ (Deficit)</i>	<i>Acres</i>	<i>Surplus/ (Deficit)</i>
Commercial	1,398	2,809	1,411	3,080	1,698
Industrial	1,018	5,282	4,263	5,532	4,514
Office	364	913	549	1,019	656

¹ Numbers subject to change pending further revisions to land use maps in Ramona and Lakeside.

Source: Economics Research Associates (ERA); County of San Diego

Total acreage in the table above includes all lands designated for commercial or industrial use, whether or not the land is currently developed with other uses. These figures also include industrially designated land that, in limited cases, may not be available for use within the planning period¹. Also the figures include conservative floor area and net-to-gross ratios to account for developable land lost to site constraints, public land exactions, and development inefficiencies. An adjusted ratio was used for Lakeside that accounts for greater constraint issues.

There are several reasons why the ERA needs analysis projects a surplus or deficit of commercial or industrial land. In some cases, figures may simply indicate that too much or too little land is designated for commercial and industrial uses. However, there are alternate explanations for these numbers:

Potential Reasons for a Surplus

1. Not enough 'critical mass' of demand was identified in small communities to support development.
2. Businesses in unincorporated communities use land less efficiently than the countywide average.

¹ The primary example is Lakeside, where a large area designated for industrial use will not be available until excavation and reclamation efforts are completed.

3. Land planned for future growth beyond the GP2020 planning period.
4. Designated land was developed for non-commercial uses.
5. Commercial and industrial lands are associated with needs that were not included in the analysis (regional demand, tourism, etc.).
6. Commercial lands serve subregional needs.
7. Commercial lands zoned for mixed-use may not be entirely developed for commercial uses.

Potential Reasons for a Deficit

1. Other communities serve local needs.
2. Businesses use land more efficiently than the countywide average.

It is important to note that the ERA needs analysis is not a market study or a detailed economic development strategy. It was not used to set a specific number of acres required for each community. Instead, it served as a guidepost when working with communities to plan commercial and industrial lands. Staff worked with each community to determine the relevance of the ERA needs analysis for that community, understanding that each community may have deficits or surpluses based on community goals and circumstances. These numbers, properly used, will help ensure that the unincorporated County has sufficient land planned for commercial and industrial uses on a regional, long-range basis.

It is also important to emphasize that the ERA needs analysis only focused on employment categories that use commercial, industrial, or office space. Not all employment opportunities fit into these categories. Examples of employment categories not completely accounted for in the needs analysis include agriculture, construction, transportation and public utilities, and service industries. Also not included are Tribal gaming facilities (significant employment generators) or employment opportunities in incorporated cities.

Countywide Issues

This section identifies common issues that emerged during the planning process. Although they were addressed through the community outreach process, in some cases, members of the public may bring these issues forward during Planning Commission hearings.

Determining the Appropriate Tool

Some requests by property owners or communities for a commercial or industrial designation could not be accommodated simply because the General Plan is not the appropriate tool for a particular situation. This typically occurred on isolated sites located in semi-rural and rural residential areas and in urbanized residential neighborhoods.

In each community matrix, staff identified cases where a more appropriate regulatory tool should be used to address a specific request or condition. Essentially, there are three tools available to permit or restrict commercial and industrial use:

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- **General Plan.** The General Plan is a policy document that is broad in scope and not frequently revised. General plan designations are not the appropriate tool for regulating specific or specialized uses or for addressing isolated commercial or industrial uses in semi-rural or rural residential areas. Of the three mechanisms, a general plan designation allows the widest range of permitted uses. Typically, it is the least effective mechanism to address unique characteristics of a particular business or property.
- **Zoning Ordinance.** Zoning can permit limited commercial or industrial development within residential areas. The Zoning Ordinance provides detailed regulations that define which uses are compatible or incompatible with any given area, and it can establish standards for design and development. Permitting, or restricting, specific uses is best addressed through the Zoning Ordinance. The Zoning Ordinance organizes which uses are permitted “by-right”, permitted with limitations, or permitted through the use permit process for each zoning category. A zoning change allows some flexibility, but rezones still must be compatible with the general plan designation.
- **Use Permit.** Certain uses may be permitted in an area with a Minor or Major Use Permit. This process provides the greatest amount of control over specialized uses without providing blanket permission for developing properties with a broad range of uses. This process also allows the County to specify development standards tailored to the proposed use – which can often benefit both the community and the property owner by not applying standards that are intended for other uses. Use permits are preferred for isolated or unique businesses in semi-rural or rural residential areas.

Many non-residential uses are best addressed through a zoning or use permit process. That is particularly true in semi-rural and rural areas where it is difficult to predict the location of future businesses that support agriculture or tourism-related activities. In these cases, it is not appropriate to site small areas of commercial use on a general plan map.

Zoning Compatibility/New Zones

Although GP2020 is a General Plan update, it is important to consider how zoning tools will be used to implement plan policies. Communities and property owners, accustomed to using such tools, requested that staff prepare zoning-level information to help clarify what uses will be permitted in each general plan designation. In response, Appendix A: Land Use Framework contains preliminary information on typical uses and compatible zones. It also provides a brief description of the new zones that will be developed for GP2020.

Existing and Non-Conforming Uses

Throughout the unincorporated County, there are properties with established non-residential uses that are inconsistent with Community Planning or Sponsor Group preferences and with planning principles or policies developed for GP2020. Several issues emerged for such properties, including the following:

1. **Existing nonconforming use.** Some properties with an existing non-residential use that is inconsistent with existing regulations (i.e. a nonconforming use) were re-designated to bring them into conformance, but only when doing so was consistent with GP2020 planning principles and with Community Planning or Sponsor Group preferences.
2. **Commercial zone inconsistent with the general plan.** Some properties have a zoning category that allows a non-residential use, but the zone is not consistent with the general plan designation. Some properties were re-designated so that the zoning would be in

conformance with the General Plan, when doing so was consistent with GP2020 planning principles and Community Planning or Sponsor Group preferences. If changing the general plan designation was not appropriate, a rezone will be needed during GP2020 implementation.

3. **Creating a nonconforming use.** In limited cases, it was necessary to create a nonconforming use to meet a clearly defined community preference. If a nonconforming use is created or continued through the GP2020 update, the nonconformance provisions of the Zoning Ordinance will apply. Existing regulations allow the use to continue, provided the business remains active and expansions are limited.
4. **Use permits.** Zoning regulations allow many non-residential uses “by-right” or with a use permit. As noted earlier, the use permit is recommended for isolated commercial uses in semi-rural and rural areas. Permits allow the existing use to continue without a general plan amendment.

Forest Conservation Initiative Lands

The Forest Conservation Initiative (FCI) affects commercial use in communities such as Alpine, Palomar and Descanso. Because County Counsel determined that no commercial general plan designation, outside of Country Towns, is consistent with the FCI language, staff did not apply commercial designations in areas covered by the FCI overlay.

Tribal Gaming

San Diego County is home to eight operating casinos located on Tribal lands. Although casinos attract outside visitors, which could increase local demand for commercial land, they also provide alternative sites for commercial use such as restaurants and retail operations that could absorb local demand. Economics Research Associates (ERA) provided some information on casino-driven development by identifying three types of use associated with casino gaming:

- **Intercept Development.** The potential for uses that seek to ‘intercept’ passing-through traffic is low because most repeat visitors are from the San Diego region and use convenience stops less than visitors from other regions.
- **Accommodations Development.** Although many San Diego County casinos developed on-site hotels, non-Tribal landowners could meet some of the demand with moderate hotel and motel development. However, significant constraints, including infrastructure availability, restrict any potential accommodations development.
- **Destination Development.** Destination development in remote locations is difficult to sustain, and smaller scale developments such as golf courses are typically developed with a casino, leaving limited opportunities for competing private development. Also, significant development constraints limit the types and scale of any destination-type development.

In general, studies show that commercial opportunities created by casinos, particularly in remote locations, are not significant.

Environmental Constraints

Environmental constraints were carefully considered when planning non-residential land use. Areas such as floodplains, wetlands, steep slopes and sensitive habitats were typically not considered for new commercial and industrial use. Adding these uses in floodways and floodplains is also not consistent with existing or proposed policies that protect water resources

and limit stormwater or hazard impacts. Because they are critical groundwater recharge areas, floodplains are not recommended for businesses that store or utilize hazardous materials.

A related issue is the substantial amount of environmentally constrained land currently designated for commercial or industrial use. For example, large areas of floodplains have been historically developed for industrial uses, primarily in Lakeside, Ramona, and Valley Center. Because of the floodplain constraint, these lands become available for businesses with outdoor uses, such as extractive operations (aggregate production) and storage of construction equipment. However, continued industrial uses in floodplain areas create conflicts with protection of creek beds and groundwater recharge areas. In response, staff has examined each area on a case by case basis. In most cases, staff recommends re-designating existing commercial and industrial lands located on highly constrained land for residential use. That change would limit environmental impacts and assures greater scrutiny during the discretionary review process.

Planning Process

- **Property Owner Requests.** An important component of the Commercial-Industrial land use update was the careful consideration of requests from individual property owners. While some requests were received and considered earlier in the GP2020 process, more requests were received as result of the public notice and community meetings. Requests are included in the Community Planning Area and Subarea summaries in Appendix E: Community Summary, Map, and Matrix.
- **Community Outreach.** GP2020 staff conducted an extensive community outreach program with all Community Planning and Sponsor Groups. This program included town center planning workshops, subgroup meetings, and formal Community Planning and Sponsor Group meetings held within individual communities. Although this effort was an extension of the community-based effort conducted to revise the residential distribution map, it focused primarily on commercial and industrial uses.
- **Community Meetings and Workshops.** Since October 2004, staff presented and participated in over 60 meetings throughout the unincorporated County. These meeting included discussions at regular and special meetings of the Community Planning and Sponsor Groups as well as subcommittee meetings and public workshops. The primary intent of the meetings was to:
 - Inform Planning/Sponsor Groups and community members of proposed changes to the Land Use Framework, present the results of the ERA needs analysis, and discuss the process for updating commercial and industrial land uses.
 - Provide opportunities for the public and the Planning/Sponsor Groups to comment on commercial and industrial land uses, including property owner requests.

The results of these meetings are detailed in Appendix E: Community Summary, Map, and Matrix and are organized by Subregion and Community Planning Area and Subarea.

- **Staff Review and Recommendations.** Following the Community Meetings and Workshops, staff developed detailed, and regionally consistent recommendations for changes to the Land Use Distribution maps for the entire unincorporated County. The results of this review are summarized in the Community Planning Area Map Revisions

section of this report and detailed in Appendix E: Community Summary, Map, and Matrix.

SPECIAL STUDY AREAS

Town Center Planning

The communities of Valley Center, Ramona and Campo/Lake Morena participated in a town center planning process as part of GP2020, and the results of these efforts are shown in Appendix E: Community Summary, Map, and Matrix. The purpose of these planning efforts is to create or revitalize central locations for retail, employment and civic facilities. Promoting walkable, mixed-use town centers will also establish a sense of community and provide a variety of housing choices for local residents. Post GP2020, additional planning will be needed to develop appropriate zoning, design standards and local road networks for town centers and villages.

Staff facilitated many public workshops during the past year – working with Planning and Sponsor Groups, property owners and other stakeholders to produce land use plans that will serve each community's future needs. Ramona residents participated in a town center “revitalization” process at the request of the community. Valley Center residents developed new land use and road network patterns for two compact villages. Residents of Campo/Lake Morena created plans for a village at Cameron Corners that combines a commercial core with open space and residential development.

Other Areas

Staff has continued to work with property owners in order to finalize the land use distribution for the Ramona Grasslands Project area. While there is general agreement among most property owners, staff has been unable to reach consensus on the Davis/Eagle Ranch property and the proposed Rancho Esquilago project. Per Board direction of April 2004, staff has held additional discussions or meetings with representatives of these two areas to attempt to reach agreement.

The Specific Plan area known as the Fallbrook Campus Park, located in Fallbrook, is another special area designated for further refinement during the update process. The site consists of several large parcels, now within different ownerships, and will consist of a campus or light industrial component as well as a range of residential types. Staff has been working with the owners to ensure a coordinated planning effort is achieved.

Further detail on each communities planning effort is located in Appendix E: Community Summary, Map, and Matrix.

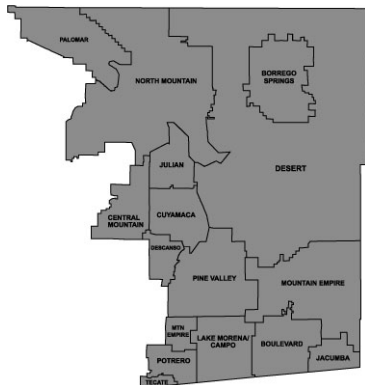
COMMUNITY PLANNING AREA MAP REVISIONS

This section summarizes proposed community map revisions within the unincorporated County. The map revisions include changes to commercial and industrial designations and special area plans. Community map revisions are divided into three sections:

- Backcountry Communities
- North County Communities
- East County Communities

Each section first identifies issues common to all communities within the subregion, followed by a brief summary of proposed changes within each community. Issues unique to individual communities, as well as those that are unresolved, are described in the Community Summary located in Appendix E: Community Summary, Map, and Matrix. Appendix E also includes community maps and a detailed matrix of proposed land use changes.

Backcountry Communities



The focal point of most Backcountry communities is small scale commercial development located in the heart of each village. Although many backcountry residents travel long distances to purchase basic supplies, small-scale commercial establishments can provide basic services to rural residents. In some cases, such as Julian and Borrego Springs, the commercial uses also meet tourism needs. Overall, the needs of current and future residents and tourist-related businesses have been balanced with the limited infrastructure and rural character of the Backcountry communities.

Few industrial or office lands exist in backcountry communities. The Planning and Sponsor Groups and staff recommend locating industrial uses where there would be limited impact on residential areas.

Common Issues

1. **Rural Commercial.** Many Backcountry communities elected to change General Commercial designations to Rural Commercial. This revision will permit a wide range of small-scale commercial uses occasionally mixed with existing residential development.
2. **Commercial Use Outside Villages.** Many Backcountry communities contain scattered commercial uses outside of villages. In communities that lack a defined commercial area, these uses were either recognized with a Rural Commercial designation or will be recognized by a zone that is compatible with the rural residential designation.
3. **Forest Conservation Initiative (FCI).** As mentioned previously in this report, County Counsel does not recommend placing commercial designations in areas covered by the Initiative. Therefore, zoning or special permit options should be used to resolve commercial issues in affected areas.
4. **Groundwater.** All communities in the backcountry rely on groundwater. Staff has considered impacts to groundwater for all recommended commercial and industrial uses.

Commercial-Industrial Updates

There are no issues regarding changes to commercial and industrial lands in Cuyamaca and the unrepresented areas of the Desert, Central Mountain and Mountain Empire Subregions. Major issues in the other Planning areas and subareas are summarized below.

- **Central Mountain – Descanso.** The Descanso Community Planning Group concurred with most staff recommendations for commercial changes within this community. Exceptions include one small area affected by FCI, where staff did not concur with the Planning Group's request to apply a Rural Commercial designation.

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- **Central Mountain – Pine Valley.** Commercial development in Pine Valley is located along Old Highway 80. Most commercial uses are small in scale and reflect the area's rural character. In order to protect that character, most existing commercial uses were re-designated as Rural Commercial. In the area called Guatay, staff recommends that one area currently designated as Service Commercial be changed to Medium Impact Industrial.
- **Desert – Borrego Springs.** The Community Sponsor Group and staff concur on all changes proposed in this area. Because the community's economy relies heavily on tourism, the recommended amount of commercial land far exceeds the demand of local residents, and is reflected in staff's recommendations. For industrial lands, the current acreage exceeds projected need and no additional industrial lands are proposed.
- **Julian.** Staff and the Julian Community Planning Group agree on all changes made in this area. The community's economy relies heavily on tourism. Therefore, the recommended amount of commercial land far exceeds the demand of the local residents.

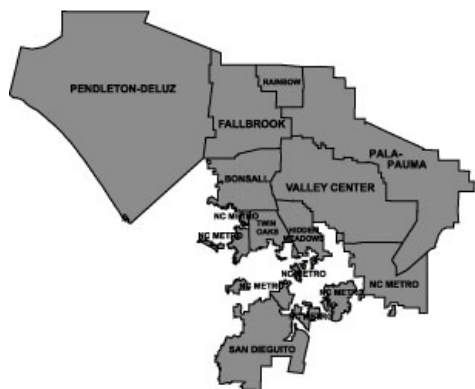
Mountain Empire – Boulevard. Staff and the Community Sponsor Group recommend limiting commercial designations to the existing town and changing General Commercial designations to Rural Commercial.

- **Mountain Empire – Campo/Lake Morena.** Campo/Lake Morena has three separate country towns within its planning boundary that together contain about 48 acres of General Commercial land (14 acres are developed), about 16 acres of Service Commercial land, and about seven acres of Limited Impact Industrial land. The Planning Group re-designated most commercial land with the Rural Commercial designation because it offers the most flexibility and suits the future direction for the area. Through a Cameron Corners town center planning process, the community generally agreed on a land use pattern that accommodates both property owners and the community. This pattern includes commercial and industrial land uses, combined with Village to Semi-Rural Residential designations. Additional industrial designated land is proposed outside of and adjacent to the commercial core area as part of the town center planning process.
- **Mountain Empire – Jacumba.** Jacumba's village center has a commercial area centrally located along its main street. To retain the scale and the rural character of the town, the Sponsor Group recommended changing General Commercial designations to Rural Commercial.
- **Mountain Empire – Potrero.** Potrero's commercial uses, located along Highway 94, are primarily supported by the traveling public. The community determined that it would like to create opportunities for tourist-related businesses, and requested that additional commercial land be designated to accommodate a future village. Rather than increase commercial use along a busy highway, they requested commercial designations along Potrero Valley Road. The community also elected to designate both existing and proposed commercial uses as Rural Commercial to allow more flexibility.
- **Mountain Empire – Tecate.** Staff recommends an expansion of commercial and industrial lands in Tecate to about 70 acres of General Commercial and 293 acres of Medium Impact Industrial. This acreage is less than the amount requested by the Sponsor Group. Staff's recommendation is based on staff's concerns and concerns expressed by neighboring communities about traffic impacts to Highway 94 that additional commercial or industrial uses could generate. Although Tecate does have

unique issues resulting from the border crossing, staff has determined that the General Commercial designation is appropriate. This designation will still allow for more community-specific zoning to be developed in the future.

- **Palomar/North Mountain.** Established small rural towns and crossroads in the North Mountain subregion contain a limited amount of commercial use. The Rural Commercial designation was applied to General Commercial lands in order to retain the rural scale and flexible use typically found in backcountry areas. In addition, in FCI areas, commercial designations were removed from Palomar Mountain in keeping with the restrictions of the Initiative.

North County Communities



A substantial amount of residential growth is planned for North County Communities, and future growth of commercial and industrial lands reflect that pattern. This is particularly true in communities with existing or planned town centers — such as Fallbrook, Valley Center, and San Dieguito. Conversely, North County communities located next to urbanized jurisdictions (such as San Marcos or Oceanside) typically have adequate access to goods and services and do not require additional commercial development.

Several North County communities requested additional commercial and industrial lands within or near their town centers. Those requests are generally consistent with the GP2020 community development model, and will help provide business and employment opportunities for local residents while reducing traffic generated by residents driving to facilities located outside their communities. During town center workshops, staff also worked with communities to site multi-family housing that supports the economic vitality of commercial-industrial development while providing a range of housing opportunities for County residents.

Common Issues

1. **Agriculture.** Agriculture continues to be an integral component of the local economy for many North County communities. Although agriculture remains an important business and provides employment opportunities for local residents, the (ERA) model did not take into account the economic impact (with respect to acreage for commercial or industrial designations) of agricultural activities. The GP2020 update has sought to preserve local agriculture by applying a Semi-Rural or Rural Lands designations in North County communities.
2. **Development along Interstate 15 Corridor.** Interstate 15, north of the City of Escondido is designated as a scenic corridor, with scenic preservation guidelines included in the existing General Plan. These guidelines are intended to help protect and enhance the scenic resources within this corridor while accommodating development. Many of the commercial and industrial requests in North County communities came from properties within the I-15 corridor. Generally, staff has recommended a Rural Lands or Semi-Rural designation to help preserve this viewshed, instead locating commercial land within established town centers or planned transit nodes.

Commercial-Industrial Updates

The issues in the North County communities are summarized below.

- **Bonsall.** Commercial lands are located in four distinct areas, primarily along Highway 76 adjacent to the proposed San Luis Rey River Regional Park. In order to enhance the proposed regional park, the Community Sponsor Group recommended changes that reflect a desire to focus on visitor recreation. The community did not support an expansion of commercial land because it would aggravate existing traffic congestion along Highway 76.
- **Fallbrook.** Existing commercial and industrial uses are concentrated within the Fallbrook Village. The community wants to retain and enhance its established commercial center, and therefore does not support property owner requests for new commercial development outside the Village area. The existing industrial district is not large enough to allow for business growth and new business development. Although the Campus Park site, at the northeast corner of Interstate 15 and Highway 76, will accommodate some of the projected demand for industrial and office space, the Planning Group and staff recommend some expansion of the industrial district in the Village area. A Village Core Mixed Use designation was also applied to the Fallbrook Village, which already has specialized zoning established by the Fallbrook Economic Revitalization Plan.
- **North County Metro.** This subregion includes both unrepresented areas and the Twin Oaks Valley and Hidden Meadows communities. In unrepresented areas, commercial and industrial designations primarily reflect existing use. Twin Oaks Valley already has a limited amount of commercial development at its Interstate 15 interchange, and the Hidden Meadows Community Sponsor Group selected a mixture of Office Professional, Neighborhood Commercial and General Commercial use at the Interstate 15/Mountain Meadow Road interchange. In Hidden Meadows, strict design guidelines and community specific zoning will be applied to new development to preserve the rural character of the community entry point off Interstate 15.
- **Pala-Pauma.** Rural Commercial is being proposed to replace the existing General Commercial node along Highway 76. The Pala-Pauma Community Sponsor Group supports the Rural Commercial designation because it allows commercial uses to serve the community's needs, while respecting the rural and agricultural character of the community. There are no industrial lands existing or planned in the Pala-Pauma community.
- **Rainbow.** Staff previously designated an additional 8.5 acres of commercial land along Rainbow's northern commercial node in May 2001 at the request of the Planning Group. Staff disagrees with the Planning Group's recommendation to further expand the commercial node south along Interstate 15, in part, to maintain the viewshed along this scenic corridor. Furthermore, Rainbow currently has a surplus of vacant, commercially designated land and there are a number of site-specific constraints on these properties including steep slopes and no sewer.
- **San Dieguito.** The commercial needs of this community are generally served by shopping centers in adjacent incorporated jurisdictions, but smaller commercial centers exist in areas such as the Rancho Santa Fe Village. Industrial lands are found solely within the 4S Ranch boundaries. The Planning Group has not recommended any additional commercial or industrial lands within the planning area, with the exception of a limited Rural Commercial area located in the future Village of Harmony Grove. Although

the Planning Group informally supported the use of a Village Core Mixed-Use designation in the Village of Rancho Santa Fe, they have not yet taken a formal action.

- **Valley Center.** Primary commercial uses are located at the intersection of Valley Center and Cole Grade Roads and along Valley Center Road south of Lilac Road. More dispersed commercial uses are also located in smaller areas including Old Castle Road near Old Highway 395, along Lilac Road, west of Valley Center Road, and at Bates Nut Farm on Woods Valley Road. Under GP2020, villages are proposed in the two primary commercial areas. The proposed plans for each village include an enlarged commercial core, and housing with densities decreasing moving away from the village centers.

Industrial uses in Valley Center are located in the southeastern portion of the northern village. GP2020 proposes expanding this area slightly to the northeast, but removing currently designated industrial lands located within the floodway/floodplain. With the concurrence of the Planning Group, an additional industrial area is proposed at Old Highway 395 and Nelson Way.

East County Communities



East County communities are well located in relation to major incorporated cities such as San Diego, Chula Vista, Santee, and El Cajon. As a result, these communities have experienced considerable growth pressure, not only for residential but also commercial and industrial uses. Although some East County communities have limited potential to absorb future growth, as they are essentially 'built out' communities (for example, Spring Valley, Sweetwater, and Valle de Oro) or have significant constraints to development, other communities are well positioned to meet regional needs for non-residential uses. This is particularly true of the communities along the Interstate 8 corridor (Alpine and Lakeside) and the Otay subregion.

Although some East County communities have the ability to attract more commercial and industrial uses than their resident population can support, staff has sought to balance the regional demand with local character and compatibility with established residential neighborhoods. Nevertheless, the East County communities do have the largest acreages of commercial and industrial land uses, creating both opportunities and issues for GP2020 planning efforts.

Common Issues

1. **Resolving Existing Use Conflicts.** Several East County communities contain diverse uses that come into conflict in highly developed areas. This is particularly true in areas designated Service Commercial, which permits a broad range of uses. In communities such as Spring Valley, Service Commercial areas containing industrial uses are often located next to schools or residential neighborhoods. Although some use conflicts cannot be resolved through a general plan revision, major conflicts were addressed with mapping changes consistent with community requests and where a designation change could provide an incentive for private redevelopment.
2. **Reflecting Predominant Use.** Some areas currently designated for commercial use have developed into predominantly residential areas. In most cases, staff recommends revising the General Plan to accurately reflect the existing use

3. **Elimination of Service Commercial.** Most areas designated as Service Commercial are located in East County communities such as Alpine, Lakeside, Ramona, and Spring Valley. Because of the broad range of uses permitted (and developed) under this designation, land use conflicts have resulted. However, because Service Commercial districts can be both commercial and industrial in character, re-designating these areas based on the predominant use can be difficult. In addition, in communities such as Lakeside, existing businesses involving the sale of construction materials or the maintenance and repair of large trucks and equipment require a designation that permits outdoor storage. Medium Impact Industrial allows outdoor storage but also allows uses that can conflict with adjacent residential neighborhoods.

In order to determine the appropriate designation for existing Service Commercial areas, staff conducted detailed assessments of existing conditions. Staff recommendations seek to recognize and retain existing businesses while minimizing future land use conflicts. Specialized zoning will be developed for both the General Commercial and Medium Impact Industrial designations to help resolve the legacy left by the Service Commercial designation.

4. **Modification of General Impact Industrial.** East County communities contain several large areas classified as General Impact Industrial, which was split into Medium and High Impact Industrial designations. In most cases, property was re-designated based on existing zoning so that the new designation would be consistent with existing businesses and use patterns.
5. **Regional Industrial Demand.** Some East County property and business owners, especially in Lakeside, requested the expansion of industrial lands to meet regional needs for the outdoor storage of construction materials and heavy equipment. This use requires adequately zoned land with good access to the regional transportation network, a regional shortage of which creates a competitive advantage for Lakeside businesses. To leverage this advantage, these owners require industrial lands greater than the amount projected by the ERA needs analysis.

Commercial-Industrial Updates

There were no changes to commercial and industrial land use designations in the communities of Crest/Dehesa/Harbison Canyon/Granite Hills, Otay (which has a substantial acreage planned for future industrial uses in the East Otay Mesa Specific Plan Area), Sweetwater, and Valle de Oro. Issues in the remaining East County communities are summarized below.

- **Alpine.** The commercial core of Alpine is located along both sides of Alpine Boulevard between Tavern and South Grade Roads, but a new shopping center (under construction) and an Albertson's grocery store (scheduled for construction) have extended this commercial strip at both the western and eastern edges. Staff and the Planning Group recommend limiting the commercial strip to its current west and east boundaries (adding one parcel to the eastern end). To encourage redevelopment, a mixed-use designation is recommended for the commercial core where Alpine Boulevard and Arnold Way intersect.

Industrial uses in Alpine are currently concentrated at the north end of Tavern Road, north of Interstate 8. Staff and the Planning Group recommend expanding this area to the northwest to allow for outdoor storage uses in areas that are currently undeveloped.

Additional industrial designations are proposed north and south of Interstate 8, on land where there are limited use alternatives.

- **County Islands.** Staff recommends a mix of Office Professional and high-density Residential designations on land currently in use by a horse-breeding stable in the Miramar County Island, located off the Interstate 15/Pomerado Road interchange in the City of San Diego. These uses are consistent with the adjacent business park and nearby residential neighborhoods, and with the limited access to the site through a developed office park.
- **Lakeside.** The majority of commercial and industrial uses in Lakeside are located within the town center and along major thoroughfares such as Old Highway 80 and Winter Gardens Boulevard. A major shopping center, East County Square, is located south of the Interstate 8 interchange. Three large industrial districts are located in Pepper Drive-Bostonia, in the Riverway Specific Plan, and in northern Lakeside east and west of Highway 67. In most areas where Service Commercial and General Impact Industrial properties required general plan revisions, staff has recommended new designations that are compatible with existing uses. Only minor changes were made to existing General Commercial uses.

Although there is demand for additional commercial and industrial uses, most remaining large areas of undeveloped land in the community, including industrial and commercial properties, either need to be excavated prior to development or have some type of physical constraint, such as steep slopes or floodplains. Very few suitable areas exist in which to expand or relocate non-residential uses. After the San Vicente Dam is raised, potential expansion may be possible in the Moreno Valley but this area is presently mapped as floodway. Development should occur as part of a future comprehensive plan. Until this option can be explored, staff supports only a conservative increase in industrial use in Moreno Valley.

Because of the challenges in planning for commercial and industrial uses in Lakeside, and the significant community interest in this issue, the Lakeside Community Planning Group has held a number of special meetings to develop recommendations. At the time of writing, this process is ongoing with resolution expected in the next month.

- **Jamul/Dulzura.** Because most of its commercial needs are met by neighboring Rancho San Diego, this community contains very little commercial development. Two small commercial nodes along State Route 94 contain commercial uses that serve the daily needs of the residents. Existing commercial uses were recognized and classified with appropriate commercial designations.
- **Ramona.** Commercial uses within the community are focused in a linear strip along Main Street, which is also a regional highway. The Planning Group and staff concur that while the existing commercial strip should be retained it should be limited to the boundaries of Etcheverry and Third Streets along the regional highway. Any expansion of commercial uses should occur along roads that run parallel to Main Street, widening, rather than lengthening, the existing commercial strip. Ramona also has large areas currently designated as Service Commercial or Office Professional that developed into a mix of residential and light industrial uses. An ongoing, comprehensive planning effort for the Ramona town center will determine the final land use mix for these areas.

Some lands currently planned for industrial use are constrained by environmental conditions such as floodplain and sensitive habitat. Staff and the Planning Group

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recommend removing commercial and industrial designations on lands located in the Santa Maria Creek floodway and expanding industrial uses to the north of the existing industrial district (not to extend north of Poplar Street). Because undeveloped, unconstrained, and servicable land is limited, no additional industrial land is being proposed outside the village. The end result is a potential shortage of industrial land, depending on the economic development goals of the community. Therefore, at the time of writing, a special meeting of the Planning Group has been scheduled to allow for a more detailed analysis of this issue.

- **Spring Valley.** Spring Valley has no defined town center, and very little undeveloped land is available for future use without redevelopment. Currently, most of the General Commercial land is located in three distinct developments along SR125 and along the intersecting roads of Grand Avenue and Jamacha Boulevard. Minimal change is proposed for existing commercial areas, but some Service Commercial areas are recommended to change to the General Commercial designation to reflect established development patterns.

Industrial uses are located in three separate areas dispersed throughout the community, with a fourth location designated at the site of the Spring Valley Swap Meet. Incompatible uses are common issue in areas with Service Commercial and General Impact Industrial designations. In order to reflect existing use, most areas currently designated as Service Commercial were reclassified with Light or Medium Impact Industrial designations. In response to Planning Group requests, some industrial areas located next to schools or high-density residential developments were re-designated to Light Impact Industrial. The community goal is to gradually change the character of these areas and encourage uses that are more compatible with surrounding developments.

Ongoing Work / Next Steps

Road Network Planning

GP2020 staff is working with the Department of Public Works (DPW) and the San Diego Association of Governments (SANDAG) to calibrate a traffic model that will be used for road network planning purposes. Following completion of the commercial-industrial update, the next major step in the GP2020 process is to plan a circulation system that supports traffic forecasts. This process will occur in three steps:

- Work with communities to review alternatives and identify road network preferences within each community.
- Prepare and test regional circulation network alternatives.
- Refine the road network, and adjust land use maps as needed, to produce a plan that balances land and circulation plans for GP2020.

Road network planning will include a substantial amount of effort to prepare and evaluate alternatives, determine community preferences, and conduct traffic forecasts until a preferred road network is selected. Preliminary alternatives will be based on traffic forecasts, Community Planning or Sponsor Group preferences, and other planning criteria developed in conjunction with each community. A comprehensive solution to the County's circulation needs will include identifying locations for new roads, widening of existing roads, improving local road networks or pedestrian connections in residential areas and town centers, and where roads need to be

removed from the Circulation Element. This process will also identify bicycle and trail networks that occur within road rights-of-way. Both existing and future road deficiencies will be addressed through the GP2020 planning process.

Housing Element

GP2020 maps provide adequate capacity for meeting future Housing Element allocations for single-family housing. As part of the GP2020 process, staff is working with communities to identify suitable sites for multi-family housing. Although this effort will help the County meet future Housing Element allocations, its primary purpose is to provide a wide range of housing choices for County residents. In particular, providing more multi-family and higher-density single-family housing opportunities will improve housing affordability for young families and seniors who prefer or rely upon these building types. Locating additional housing opportunities within town centers or near employment centers also reduces traffic impacts and supports the economic vitality of the County's commercial centers.

The next cycle of the Housing Element is due on June 30, 2005. Because DPLU must submit a draft Housing Element to the State by that deadline for the 2005-2010 housing cycle, the upcoming element will rely on housing opportunities in the existing General Plan. Staff is also conducting work on the following fronts to meet current and future Housing Element requirements:

- Participating in countywide forums coordinated by SANDAG to determine housing allocations for all jurisdictions in San Diego County including the unincorporated County.
- Conducting public outreach programs with GP2020 advisory groups and key communities.
- Working with State Department of Housing and Community Development (HCD) representatives to determine the impacts of recently adopted changes to State law.

Staff will develop Housing Element recommendations for GP2020 once negotiations with State HCD representatives are complete regarding the range of densities acceptable for specific types of housing allocations.

Regional Elements

A substantial amount of work is complete on the draft Land Use Element, including the regional land use map (with only non-residential uses remaining for consideration by the Planning Commission and the Board of Supervisors) and land use-related policy options. Preliminary drafts are also complete for five additional elements (Noise, Safety, Public Facilities, Conservation, and Parks and Open Space), although a substantial amount of work remains to review and revise these documents prior to the public review process. Work was recently initiated on two regional elements, Housing and Circulation, that will require a substantial amount of work to address both State and community concerns.

Conservation Subdivisions

Conservation subdivision design, sometimes referred to as clustering, is a means by which site design responds to topography and the protection of environmental resources rather than spread throughout a project as in a conventional subdivision. The use of smaller lots than allowed by current minimum lot sizes is often required development to allow site-specific design and to reduce infrastructure costs and protect open space areas. This method would typically be

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used on land with Semi-Rural and Rural Lands densities where large, undeveloped parcels remain. It is closely related to density-based planning, which was endorsed as a Statement of Legislative Intent by the Board of Supervisors on June 25, 2003.

Although detailed provisions for a Conservation Subdivision Ordinance will not be prepared until GP2020 is complete, this concept was discussed extensively by both GP2020 advisory groups². The Interest Group, in particular, would like to identify its primary components during the GP2020 process. Therefore, staff will submit its recommendation to both GP2020 advisory groups following the commercial-industrial review. The staff recommendation will be based on issues and concerns cited by both the Interest Group and Steering Committee, previously endorsed land use goals and policies, and lessons learned by other jurisdictions that utilize this concept in their land use planning practices.

Environmental Impact Report

The Board of Supervisors will be asked to grant a waiver of Board Policy I-119, Review of Environmental Impact Reports by County Counsel in Coordination with the County Environmental Coordinator. The policy requires early consultation and coordination with County Counsel and sets specific time limits for review. GP2020 staff has already worked closely with County Counsel during the planning phase and will continue to do so during the environmental review. A waiver of the policy will give the project the flexibility to schedule the environmental document review timeframes directly with the County Environmental Coordinator and County Counsel.

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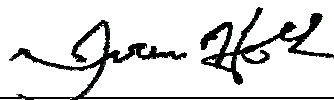
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² For further information on previous discussions by the Interest Group Committee and Steering Committee on Conservation Subdivisions, see the GP2020 Planning Report submitted to the Board of Supervisors on May 19, 2004.

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APPENDICES

- Appendix A: Land Use Framework
- Appendix B: Regional Maps
- Appendix C: ERA Needs Analysis Methodology
- Appendix D: Summary Tables
- Appendix E: Community Summary, Map, and Matrix

Note: The appendices will be distributed under separate cover prior to the Planning Commission hearing on February 25. Because these attachments are substantial in size and bulk, they will only be made available to the public as handouts at the Planning Commission Hearings and on the GP2020 website at:

<http://www.sdcounty.ca.gov/cnty/cntydepts/landuse/planning/GP2020/index.html>

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cc: Planning Commission

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